

Message Text

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TO SECSTATE WASHDC 2908

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INFO USDEL MBFR VIENNA

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USNMR SHAPE

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S E C R E T SECTION 1 OF 4 USNATO 3963

E.O. 11652: GDS

TAGS: PARM, NATO, MBFR

SUBJ: MBFR: DATA STUDIES: THE SECURITY IMPLICATIONS OF RELEASE OF
NATO MANPOWER DATA

REF: A) STATE 118334; B) USNATO 2853 DTG 220845Z MAY 75

1. THERE FOLLOWS A WG DRAFT ON "THE SECURITY IMPLICATIONS OF RELEASE
OF NATO MANPOWER DATA, "AC/276-WP(75)12 (REVISED) IN ACCORDANCE WITH
THE SPC MANDATE OF MAY 27 (REFTELS).

2. THIS INITIAL STUDY CONCLUDES THAT THERE WOULD BE NO GREAT
SECURITY RISK IN RELEASING:

A. OVERALL NATIONAL GROUND FORCE MANPOWER FIGURES;

B. MANPOWER TOTALS BY MAJOR ELEMENT, E.E., HEADQUARTERS, COMBAT
ARMS, COMBAT SUPPORT OR COMBAT SERVICE SUPPORT BY EITHER
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(1) GROSS NATO STRENGTHS OR (2) INDIVIDUAL NATIONAL STRENGTHS;

C. FURTHER BREAKDOWNS OF THE MAJOR ELEMENT, E.G., INFANTRY,
ARTILLERY, ARMOR, ETC.;

D. STRENGTHS OF MAJOR COMBAT ARMS FORMATIONS TO THE
DIVISIONAL LEVEL.

3. AT THE JULY 15 SESSION OF THE WG, THE FRG REP (HOYNCK)
INSISTED THAT THE WG ADD A RESERVATION (PARA 4) THAT WHILE
THERE MAY BE NO SUBSTANTIAL SECURITY REASON NOT TO RELEASE
SOME INFORMATION, E.G., INDIVIDUAL NATIONAL STRENGTHS, THERE
MAY BE POLITICAL/TACTICAL CONSIDERATIONS THAT WOULD PREVENT
SUCH RELEASE, IN THIS CASE, THE DESIRE TO AVOID DISCUSSION OF
NATIONAL SUB-CEILINGS. THE FRG RESERVATION IN PARA 4 IS REFERRED
TO THROUGHOUT THE STUDY. THE FRG REP ALSO WANTED A CAVEAT (PARA 11)
TO POINT OUT THAT A RECIPROCAL DISCUSSION OF DATA BELOW THE
DIVISION LEVEL COULD THREATEN SENSITIVE ALLIED INTELLIGENCE
SOURCES SHOULD THE ALLIES BE FORCED TO DISCUSS INFORMATION
ON WP REGIMENTAL LEVEL FORMATIONS.

4. ANNEX A OF THE STUDY COMPARES NATO AGREED CLASSIFIED
STRENGTH FIGURES WITH FOUR CATEGORIES OF DATA AVAILABLE TO THE
EAST: (1) THE NATO PRESENTATION TO THE EAST (POLADS(75)13),
(2) UNCLASSIFIED OFFICIAL GOVERNMENT SOURCES, (3) IISS AND (4)
SIPRI. THE MBFR STAFF GROUP HAS REQUESTED ADDITIONAL NATIONAL
INPUTS REGARDING STRENGTH FIGURES GIVEN IN UNCLASSIFIED OFFICIAL
GOVERNMENT SOURCES WHERE AVAILABLE.

5. ACTION REQUESTED: REQUEST ANY INPUT TO THE DATA IN ANNEX
I ON US STRENGTH FIGURES THAT MIGHT BE AVAILABLE IN UNCLASSIFIED
OFFICIAL USG REPORTS NOT CONSIDERED BY THE MBFR STAFF GROUP.
REQUEST COMMENTS ON FOLLOWING DRAFT STUDY;

6. BEGIN TEXT
WORKING PAPER
AC/276-WP(75)12 (REVISED)

MUTUAL AND BALANCED FORCE REDUCTIONS WORKING GROUP
THE SECURITY IMPLICATIONS OF RELEASE OF NATO MANPOWER DATA
ON NATO FORCES
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NOTE BY THE STAFF GROUP

BACKGROUND
THE SENIOR POLITICAL COMMITTEE, AT THEIR MEETING ON
27TH MAY, 1975, INVITED THE MBFR WORKING GROUP(1) TO REVIEW, USING
EXISTING NATO AGREED DATA AS ITS BASIS, THE POSSIBLE SECURITY
IMPLICATIONS OF A RECIPROCAL EXCHANGE OF VARIOUS TYPES OF MANPOWER
DATA, BEGINNING WITH NATO RELEASE OF NATO DATA: AS PART OF ITS
REVIEW THE WORKING GROUP SHOULD REVIEW WHAT DATA IS CURRENTLY
AVAILABLE TO THE PACT, INCLUDING UNCLASSIFIED OFFICIAL SOURCES.
THE SENIOR POLITICAL COMMITTEE ALSO AGREED THAT:

(A) DATA PUBLISHED BY THE INTERNATIONAL INSTITUTE OF

STRATEGIC STUDIES (IISS) AND BY THE STOCKHOLM
INTERNATIONAL PEACE RESEARCH INSTITUTE (SIPRI)
SHOULD BE CONSIDERED AS AVAILABLE TO THE PACT FOR
THE PURPOSE OF THIS STUDY;

(B) THE ABOVE MANDATE FOR THE WORKING GROUP WOULD NOT
EXCLUDE ANY FURTHER STUDIES ON THE SUBJECT THAT THE
COMMITTEE MIGHT WISH THE WORKING GROUP TO UNDERTAKE.

2. THE ABOVE MANDATE, LIMITED IN THE FIRST INSTANCE TO
CONSIDERATION OF DATA ON ALLIED FORCES IN THE NGA, REQUIRES THE
WORKING GROUP TO MAKE A JUDGMENT AS TO WHAT DETAILED DATA MAY BE
RELEASED, SHOULD SUCH RELEASE BE REQUIRED TO SUPPORT ALLIED STATE-
MENTS OF GROSS MANPOWER STRENGTHS IN THE CONTEXT OF A RECIPROCAL
EXCHANGE OF DATA WITH THE EAST.

3. THE WORKING GROUP HAS LIMITED ITS EXAMINATION TO DATA
ON ALLIED GROUND FORCE ANPOWER IN THE NGA. IN THE CONTEXT OF
RECIPROCITY THE STATED PREFERENCE WAS TO STRUCTURE A DATA DISCUSSION
IN VIENNA SO THAT EACH SIDE WOULD ENGAGE IN A RECIPROCAL EXCHANGE
BY PROVIDING DATA ON ITS OWN FORCES. THE WORKING GROUP, IN
RECOGNISING THIS APPROACH AS A NEGOTIATING TACTIC, HAVE ASSUMED THIS
PRINCIPLE IN THE FORMULATION OF THIS PAPER

FOOTNOTE (1) AC/119-R(75)58

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4. THE WORKING GROUP'S APPROACH TO THIS STUDY, WITHIN THE TERMS OUTLINED ABOVE, HAS NECESSARILY BEEN RESTRICTED TO THE NARROW ISSUE OF DETERMINING, TO THE EXTENT POSSIBLE, WHAT INFORMATION ON ALLIED GROUND FORCE MANPOWER COULD BE RELEASED TO THE EAST WITHOUT DAMAGE TO MILITARY SECURITY, TAKING ACCOUNT OF THE INFORMATION ALREADY AVAILABLE TO THE WP. THE WORKING GROUP RECOGNISE, HOWEVER, THAT THERE ARE ALSO IMPORTANT POLITICAL AND TACTICAL CONSIDERATIONS TO BE TAKEN INTO ACCOUNT, IN ADDITION TO THE MILITARY SECURITY IMPLICATIONS HEREIN EXAMINED. FOR EXAMPLE, THE RELEASE OF DATA BROKEN DOWN BY NATIONS COULD LEAD TO DISCUSSION OF NATIONAL SUB-CEILINGS WHICH IF IMPOSED COULD ENTAIL SERIOUS LIMITATIONS ON ALLIED FLEXIBILITY. THE RELEASE OF DATA IN SUCH FORM COULD, THEREFORE, HAVE IMPLICATIONS ON ALLIED SECURITY IN THE BROADER SENSE.

SCOPE OF THE PAPER

5. THE PAPER DISCUSSES IN TURN THE FOLLOWING ISSUES:

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(A) INFORMATION ON GROUND FORCE MANPOWER CURRENTLY AVAILABLE TO THE WP FROM UNCLASSIFIED SOURCES.

(B) CONSIDERATIONS AFFECTING NATO'S SECURITY WHICH MUST BE TAKEN INTO ACCOUNT.

(C) POSSIBLE RELIABILITY OF WP'S DATA ON NATO GROUND FORCE MANPOWER.

(D) TYPE OF INFORMATION WHICH NATO NEGOTIATORS COULD RELEASE IN THE CONTEXT OF A RECIPROCAL DATA EXCHANGE IN VIENNA.

UNCLASSIFIED DATA SOURCES

6. ANNEX I SHOWS THE INFORMATION ABOUT NATO'S GROSS AND NATIONAL GROUND FORCE MANPOWER STRENGTHS WHICH HAVE BEEN PUBLISHED IN UNCLASSIFIED OFFICIAL GOVERNMENT PAPERS, AS COMPARED WITH THE NATO AGREED CLASSIFIED STRENGTHS FOR THE SAME ELEMENTS AND THOSE PUBLISHED BY THE IISS AND SIPRI.

7. WHILE ALL ALLIED GOVERNMENTS CONCERNED PROVIDE SOME INFORMATION IN UNCLASSIFIED OFFICIAL PUBLICATIONS ON THEIR GROUND MANPOWER LEVELS IN THE NGA, THE AMOUNT AND DETAIL OF INFORMATION PUBLISHED VARIES SUBSTANTIALLY BETWEEN DIFFERENT ALLIED NATIONS. FURTHERMORE, THE UNCLASSIFIED OFFICIAL FIGURES ARE NOT, NORMALLY OR NECESSARILY, CALCULATED ON THE SAME BASIS WHICH LED THE ALLIES TO DECLARE THEIR AGGREGATE GROUND MANPOWER LEVEL AT 777,000(1). WHILE THE WP COULD CHALLENGE THE DECLARED ALLIED FIGURES (AS

FOOTNOTE: (1) POLADS(75)13

TYE ALREADY HAVE IN VIENNA) ON THE GROUNDS THAT THEY DO NOT ACCORD WITH TOTALS DERIVED FROM OTHER STATEMENTS, THE CHALLENGE COULD BE REJECTED IN THAT THE BASES OF COUNT DIFFER AND THE ALLIED APPROACH TO COUNTING MANPOWER COULD BE SUBSTANTIATED.

8. THE FIGURES QUOTED FOR GROSS NATO AND NATIONAL GROUND FORCE STRENGTHS IN THE TWO DOCUMENTS - IISS AND SIPRI - DIFFER SIGNIFICANTLY. THEREFORE THE WP WILL BE UNABLE TO USE THESE
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FIGURES WITH ANY CONFIDENCE TO CORROBORATE ANY CHALLENGE TO NATO'S FIGURES TABLED IN VIENNA WHICH THEY MAY MOUNT. SHOULD THE WP IN FACT DRAW UPON FIGURES IN EITHER DOCUMENT TO SUPPORT THEIR CASE, THERE SHOULD BE LITTLE DIFFICULTY FOR INDIVIDUAL NATIONS TO DISCREDIT THE ACCURACY AND USAGE OF SUCH UNOFFICIAL ESTIMATES. FIGURES IN THE IISS AND SIPRI (OR IN OTHER UNOFFICIAL DOCUMENTS) ARE NOT ONES WHICH SHOULD BE USED TO SUPPORT NATO ARGUMENTS.

NATO SECURITY CONSIDERATIONS

9. THE DETAILED ALLIED DATA ON ALLIANCE FORCES IN THE NGA ARE PRODUCED FROM NATIONAL INPUTS WHICH IN ALL CASES EXCEPT ONE HAVE THE NATIONAL SECURITY CLASSIFICATION OF SECRET (I.E. INFORMATION, THE PUBLICATION OF WHICH COULD CAUSE SERIOUS DAMAGE TO THE INTERESTS OF THE NATION). THE EXCEPTION IS ONE NATIONAL INPUT GIVEN THE SECURITY CLASSIFICATION COSMIC TOP SECRET. ALLIED DATA ON ALLIANCE FORCES IS, BY AGREEMENT(1), GIVEN THE SAME SECURITY CLASSIFICATION AS THAT ESTABLISHED BY THE ORIGINATOR NATIONS. THUS THE UNAUTHORISED DISCLOSURE OF ALL THE DETAILS OF CURRENT ALLIED DATA BREAKDOWN ON ALLIANCE MANPOWER FORCES WOULD, BY REGULATIONAL DEFINITION, RESULT IN SERIOUS DAMAGE TO NATO.

10. ALTHOUGH ANY COMPREHENSIVE TABLES OF ALLIANCE MANPOWER FIGURES WOULD QUITE RIGHTLY BE CLASSIFIED NATO SECRET, A SELECTIVE BREAKDOWN NEED NOT NECESSARILY HAVE THE SAME CLASSIFICATION. IN DECIDING THE DETAILS OF ANY SELECTIVE BREAKDOWN OF NATO MANPOWER STRENGTHS WHICH COULD BE GIVEN TO THE WP IN THE COURSE OF CONFIDENTIAL DISCUSSIONS, THE WORKING GROUP CONSIDER THAT THE "KEY" INFORMATION WHICH SHOULD NOT BE GIVEN TO THE WP IS THAT WHICH WOULD CONFIRM THE STATE OF READINESS/TRAINING OR GENERAL DEFENCE PLANS OF NATO'S COMBAT ELEMENTS, AND PARTICULARLY OF THOSE FORCES WHICH PLAY A MAJOR PART UNDER OUR DETERRENCE POLICY.

FOOTNOTE: (1) C-M(55)15(FINAL, ENCLOSURE A.

11. A RECIPROCAL DATA DISCUSSION WOULD REQUIRE THE RELEASE OF ALLIED DATA HOLDINGS ON WP FORCES TO PACT NEGOTIATORS. DISCRETION WOULD BE NECESSARY IN HANDLING SUCH DATA IN ORDER TO SAFEGUARD SENSITIVE ALLIED INTELLIGENCE SOURCES. THE RELEASE OF
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SUCH DATA, MIGHT THEREFORE HAVE TO BE RESTRICTED TO OBVIATE THAT RISK TO (SAY) DIVISION LEVEL. THAT CONSIDERATION MUST BE BORNE IN MIND, AS ONE FACTOR TO BE CONSIDERED, IN DETERMINING THE ALLIED INFORMATION ON ALLIED FORCES WHICH MAY BE RELEASED ON A RECIPROCAL BASIS.

WP ACCESS TO ALLIED INFORMATION

12. IN ALL WESTERN NATIONS A GREAT DEAL OF INFORMATION ABOUT THE ORGANIZATION, STRENGTH, DEPLOYMENT AND TASKS OF THE ARMED FORCES IS GIVEN IN THE POPULAR PRESS, PARTLY AS A RESULT OF OFFICIAL INFORMATION PROVIDED BY DEFENCE DEPARTMENTS, BUT OFTEN AS A RESULT OF THE PERSONAL KNOWLEDGE OF EXPERIENCED DEFENCE CORRESPONDENTS. HOWEVER, IT IS UNLIKELY THAT WP INTELLIGENCE SOURCES ARE CONFIDENT OF THE COMPLETE ACCURACY OF SUCH PUBLISHED INFORMATION, SINCE THEY COULD FEEL THAT SOME OF IT HAD BEEN "PLANTED" DELIBERATELY BY THEIR NATO OPPOSITE NUMBERS.

13. ALTHOUGH SUCH UNCLASSIFIED DOCUMENTS AS POSTAL AND TELEPHONE DIRECTORIES CONTAIN USEFUL INFORMATION, AS DOES THE PROVISION, FOR EXAMPLE, OF UNIT RATION STRENGTHS TO CIVIL CONTRACTORS, THE SUM OF THE INFORMATION REVEALED FROM SUCH SOURCES IS UNLIKELY TO PROVIDE A RELIABLE AND COMPREHENSIVE ORDER OF BATTLE OF EITHER GROSS NATO OR NATIONAL FORCES, ESPECIALLY OF THEIR DETAILED MANPOWER BREAKDOWN. ON THE OTHER HAND IT MUST BE RECOGNISED THAT WITH THE USE OF SUCH OVERT SOURCES AND OF MORE COVERT ESPIONAGE SOURCES, THE WP PROBABLY DOES HAVE A VERY GOOD KNOWLEDGE OF NATO'S FORCE BREAKDOWN. THE WORKING GROUP CONSIDERS, HOWEVER, THAT ON SECURITY GROUNDS NO MORE DETAILED BREAKDOWN OF NATO'S MANPOWER STRENGTHS SHOULD BE GIVEN THAN IS STRICTLY NECESSARY TO ACHIEVE THE IMMEDIATE NEGOTIATING PURPOSE. TO DO SO WOULD BE TO CONFIRM WP INTELLIGENCE OF WHOSE ACCURACY THEY COULD NOT BEFOREHAND HAVE BEEN 100 PCT CERTAIN AND WOULD ENABLE THEM TO RE-DIRECT THEIR INTELLIGENCE SERVICES TO PROVIDE IMPROVED INTELLIGENCE ON OTHER "GREY" AREAS IN THE FUTURE. THE PROVISION OFFICIALLY OF TOO DETAILED A BREAKDOWN OF NATO DATA COULD ALSO ENABLE THE WP TO CONFIRM THE STATE OF READINESS/TRAINING OF THOSE COMBAT ELEMENTS OF NATO'S FORCES WHICH PLAY A MAJOR PART UNDER NATO'S DETERRENT STRATEGY WHICH THE WORKING GROUP CONSIDERS IS "KEY" INFORMATION WHICH MUST NOT BE REVEALED TO THE WP.

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ANNEX I TO
 AC/276-WP(75)12 (REVISED)

NATIONAL AND NATO GROSS MANPOWER FIGURES - NGA

FIGURES IN THOUSANDS

COUNTRY NATO AGREED PRESENTED TO EAST
 AC/276-D(75)2 POLADS (75)13

AIR GRND TOTAL AIR GRND TOTAL

BE MANPOWER	20.2	65.5	85.7			
CA MANPOWER	1.3	3.9	5.2			
GE MANPOWER	111.0	341.0	452.0			
FR MANPOWER	0.2	58.7	58.9			
LUX MANPOWER		0.6	0.6			
NL MANPOWER	20.0	68.0	88.0			

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UK MANPOWER	9.7	59.1	68.8			
US MANPOWER	34.0	193.0	227.0	193.0		

TOTAL	196.4	789.8	986.2	777.0		
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FIGURES IN BRACKETS ARE INCLUSIVE OF USAFE UNITS OUTSIDE THE NGA

CHART CONTINUED

DATA SOURCES "AVAILABLE" TO THE EAST

GOVERNMENT PAPERS			IISS			SIPRI		
SEE LIST ATTACHED								
AIR	GRND	TOTAL	AIR	GRND	TOTAL	AIR	GRND	TOTAL
20.1	58.0	78.1	20.1	65.4	85.5	20.0	65.0	85.0
	5.0	2.3	2.8	5.1	2.3	2.8	5.1	
108.0	340.0	448.0	111.0	340.0	451.0	104.0	334.0	438.0

	60.0	60.0		50.0	50.0			
0.6	0.6		0.55	0.55		0.5	0.5	
20.8	69.1	89.9	19.9	75.0	94.9	22.2	70.0	92.2
58.0		8.6	58.5	67.1		63.5		
	215.0	(47.0)	194.4	241.4		210.0		
	(208.9)	796.6	(1,005.0)			944.3		

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SOURCE DOCUMENTS AND NOTES

1. NATO AGREED - AC/276-D(75)2

POLADS(75)13 - (FIGURES TABLED AT VIENNA)

2. UNCLASSIFIEC OFFICIAL

BE - OFFICIAL LETTER (INPUT TO IISS) TO MIL ATT LONDON - MAY 1975

CA - DND PAPER ON DEFENCE 1972

GE - WHILE PAPER 1973/74

FR - DEFENCE WHITE PAPER 1973

LUX - LAW MEMORIAL A/46 - 8TH JULY, 1967

NL - THE DEFENCE POLICY IN THE YEARS 1974-1983

UK - STATEMENT ON THE DEFENCE ESTIMATES 1975

US - UNCLASSIFIED ANNEX TO US EUCOM REPORT -

DECEMBER 1974. SECDEF PRESS RELEASE - MARCH 1975

3. OTHER SOURCES: IISS THE MILITARY BALANCE 1975.

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SIPRI WORLD ARMAMENTS AND DISARMAMENTS
YEARBOOK 1974.

4. NOTES

(A) NO ATTEMPT HAS BEEN MADE TO ANALYSE NON-MANPOWER FIGURES
(E.G. BUDGETARY FIGURES) INCLUDED IN THE SOURCE
DOCUMENTS. BY CROSS REFERENCE TO OTHER PUBLISHED DATA
THEY COULD PROVIDE AN APPROXIMATION OF GROSS MANPOWER
FIGURES.

(B) FIGURES QUOTED IN IISS AND SIPRI DOCUMENTS HAVE BEEN
QUOTED WITHOUT FURTHER ANALYSIS.

(C) THE CAPABILITY OF WP INTELLIGENCE TO REFINER THE
INFORMATION USING OTHER SOURCES, HAS NOT BEEN ADDRESSED.

(D) CANADA DOES DISTINGUISH BETWEEN AIR AND GROUND FORCE
PERSONNEL - EXCEPT FOR NATO AGREED FIGURES.

(E) FR, UK AND US AGREED FIGURES INCLUDE PERSONNEL IN
BERLIN.

(F) FLANK SPACES INDICATE "NO QUOTE FOUND" BRACKET TO DATE
END BRACKET.
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Message Attributes

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Concepts: n/a
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Copy: SINGLE
Draft Date: 28 JUL 1975
Decaption Date: 01 JAN 1960
Decaption Note:
Disposition Action: RELEASED
Disposition Approved on Date:
Disposition Authority: izenbei0
Disposition Case Number: n/a
Disposition Comment: 25 YEAR REVIEW
Disposition Date: 28 MAY 2004
Disposition Event:
Disposition History: n/a
Disposition Reason:
Disposition Remarks:
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Executive Order: 11652 GDS
Errors: n/a
Film Number: n/a
From: NATO
Handling Restrictions: n/a
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ISecure: 1
Legacy Key: link1975/newtext/t197507102/abbrzlfq.tel
Line Count: 464
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